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NIO # 567-74

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THE DIRECTOR OF CENTRAL INTELLIGENCE

Office of the Director

SP - 30/74
22 March 1974

MEMORANDUM FOR: Dr. Edward W. Proctor
Deputy Director for Intelligence
Central Intelligence Agency

[REDACTED]
Deputy Director for Estimates
Defense Intelligence Agency

USA

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SUBJECT : Force Projections

1. As a result of the recent exchange of memoranda between Admiral de Poix and Mr. Colby concerning NIE 11-8-73, the NIO for Strategic Programs, Mr. Stoertz, undertook to seek a solution to the problems involved in the treatment of strategic force projections in National Estimates. Mr. Stoertz and Colonel [REDACTED] (the Assistant NIO) first met separately with representatives of DIA and CIA to obtain their ideas about a workable solution, then convened a meeting attended by representatives of both agencies. Drawing upon the discussions at these meetings, [REDACTED] (now Acting NIO) has prepared the attached memorandum. It reviews the requirements for strategic force projections and the problems arising from the present arrangements for their preparation; it then discusses alternative remedies and offers specific recommendations.

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2. Colonel [REDACTED] as indicated, has assessed the acceptability of the alternatives considered in light of three important factors: (1) the clear requirement for some quantitative data including force projections in National Estimates and in other national intelligence issuances; (2) the fact that CIA does not wish to expend the resources to participate fully with DIA and the other

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agencies involved in the preparation of the DIPP; (3) the need -- recognized by all parties -- for basic force projections in National Estimates and in the DIPP to be consistent, even though they may be based on different assumptions or rationales. The recommendations in the attached paper have been drafted with these three factors in mind.

3. The attached paper recommends the establishment of a joint CIA-DIA working group to consider strategic force projections. I endorse that recommendation, and propose that this approach be extended to all force projections. As you may know, we contemplate force projections for NIE 11-15-74, which is being drafted in DIA under the NIO for Conventional Forces, and in the forthcoming SNIE 13-8-74 on Chinese strategic programs, which is being drafted in CIA under the NIO for Strategic Programs. Because the "expert" members of the proposed "Working Group on Force Projections" would vary according to subject and country, I believe that each agency should have a designated permanent representative to serve as a point of contact and to call together relevant experts from that agency to deal with different projections. This representative would ensure consistency in such matters as presentational techniques and treatment of uncertainty and would bring to the task a broader perspective on the interrelationship of different types of forces in each country.

4. Suggested procedures for such a Working Group are outlined in the recommendations section of the attached paper. Under the concept there proposed, the CIA member would participate in the revision of DIPP projections but would not be responsible for coordinating them. The first tasks of the Working Group would be to address the force projections called for in NIE 11-15-74 and SNIE 13-8-74.

5. If these proposals are acceptable to you, I will incorporate them in a memorandum from the DCI to the Director, DIA.


Deputy for National Intelligence Officers

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Attachment

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SUBJECT: Force Projections

Distribution:

- 1 - Dr. Proctor (CIA)
- 1 - [redacted] (DIA)
- 1 - Mr. [redacted] (D/OSR)
- 1 - Mr. [redacted] (D/OWI)
- 1 - D/DCI/NIO
- 1 - NIO/RI
- 1 - NIO/SP

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PROJECTIONS FOR PLANNING: REQUIREMENTS, OPTIONS AND RECOMMENDATIONS

The Requirement for Projections

1. In 1964, Secretary of Defense McNamara requested that the DCI prepare projections of Warsaw Pact forces together with characteristics of weapon systems, to be used in the annual US defense planning cycle. In response, the Intelligence Assumptions for Planning (IAP) were produced by the Office of National Estimates and approved by the USIB. Later, the IAP became the National Intelligence Projections for Planning (NIPP). In 1970 it was agreed, in an exchange of correspondence between Deputy Secretary of Defense Packard and Mr. Helms, that the projections in the NIPP, being of primary interest to the Department of Defense, should be prepared within the DoD. As a result, the Defense Intelligence Projections for Planning (DIPP) replaced the NIPP. Since 1971, the DIPP, covering Warsaw Pact and Chinese forces, has been produced by DIA and coordinated with NSA and the intelligence components of the military services. The DIPP like its predecessors, contains a "best estimate" of the Soviet or Chinese forces. The DIPP also depicts "high" and "low" sets of projections which bound the range of likely force developments.

2. NSC Staff requirements for projections vary with different members of the Staff and with the nature of current policy issues. Past experience with Staff requests, however, indicates a continuing requirement for two types of strategic force projections: a "best estimate" projection and projections illustrating alternative feasible Soviet options under different assumptions. The NSC Staff also has asked that the latter projections be presented in NIEs or in related "national" studies.

The Problem

3. The two types of projections have been presented to the customer heretofore in separate documents, the "best estimate" projections appearing in the DIPP and, as requested by the NSC Staff, alternative projections in NIEs. This situation has led to two problems. First, the two types of projections have not necessarily been compatible nor consistent with one another. This has created the second problem, that is, confusion among users as to the most suitable projection for a given task or issue. The confusion derives, in large measure, from the fact that the alternative sets of projections in NIEs have been drawn up under different ground

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rules for different purposes than the projections in the DIPP. The problem has not been solved by explaining in the NIEs that the NIE projections were for use by the national policy machinery for their purposes, and that the DoD planner should use the DIPP.

4. As could be expected, different consumers--the NSC Staff included--have used those projections which appeared to suit their immediate needs and purposes. Projections appearing in NIEs which have been approved by the USIB have been regarded by some consumers as having greater import for defense planning than those appearing in the DIPP. This has caused DIA considerable difficulty in supporting OSD planning, and has resulted in competing analyses of defense issues based on different projections.

Alternative Solutions

5. There are several approaches to resolving these problems, ranging from major changes in procedures and publications which could involve significant CIA resources, to minor procedural changes designed to diminish customer confusion. Of the several alternative remedies considered, four are presented below. They include: (1) publish all projections only in NIEs; (2) transform the DIPP into a national publication but publish alternative projections in other departmental publications; (3) transform the DIPP into a national publication including alternative projections; (4) modify the present system to make it work better. Alternative 1 would probably not satisfy DoD requirements and would overwhelm the NIE; it therefore need not be considered further. Alternative 2 would not satisfy the requirement for projections to be associated with the NIEs and would be an additional burden on non-DoD intelligence agencies; it therefore has not been addressed in detail.

6. Of the several alternatives, two merit detailed consideration.

Alternative 3. Transform the DIPP into a national publication including alternative projections. Prepared by DIA with CIA collaboration. No unique projections in NIEs.

Advantages:

- would permit NIE to concentrate on major developments, issues and judgments, and yet retain a vehicle for detailed projections
- would give national imprimatur to best estimate and alternative force projections, as required in latter case by NSC staff
- would present alternative force projections in explicit relationship to projections as required by DoD

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- DIPP format would ease updating
- would eliminate any confusion between DIPP and NIE.

Disadvantages:

- would diminish usefulness of NIE, particularly implications section
- would require high-level users to maintain DIPP, including details not useful to them
- would require major changes in current DIA and CIA production practices
- would make discussion in the NIE dependent on reference to other documents.

Alternative 4. Make the present system work better. Publish the DIPP in its present form including the best estimate. Publish projections as required in NIEs, in a separate annex of the NIE, or in a NIAM associated with the NIE. Establish procedures to ensure that basic assumptions for building force structures and the resulting projections in the DIPP and NIE are compatible and reasonably consistent.

Advantages:

- would require minimum change in current practices of CIA and DIA while affording a community approach to preparation of force projections
- would provide for associating of quantitative data with the text of the NIE
- would not require CIA coordination on the details of the DIPP
- would satisfy NSC requirement for force projections associated with the NIE
- would eliminate inconsistency between DIPP and NIE projections through CIA-DIA collaboration in the early stages of preparing projections
- would not require high-level user to maintain DIPP as reference document.

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Disadvantages:

- would require user to refer to more than one document to obtain full set of projections (DIPP high, low, and best and NIE projections)
- some users would give more weight to projections in NIE than to those in the DIPP
- might not completely eliminate confusion between DIPP and NIE projections.

Recommendations

7. A revision of procedures based upon Alternative 4 is recommended as a remedy for the projections problem and to satisfy existing requirements with the least disruption of current practices and with minimal additional tasks for all agencies. Specifically, we recommend that:

a. DIA should continue to prepare and publish DIPP projections, including the best estimate, in their present form. Projections should continue to be published in NIEs or associated issuances, as required. The type and number of projections appearing in or associated with NIEs will be dictated by user requirements. Projections appearing in the DIPP and NIEs or associated issuances should be cross referenced so as to minimize confusion as to their purposes and relationship.

b. A CIA-DIA working group on projections of strategic forces should be established to ensure that the basic assumptions used in building force structures and the resulting projections themselves are compatible and consistent. The work of the joint group would continue throughout the year, but should be especially concentrated during the initial stages of preparing the annual update of the DIPP and during the initial stages of preparing projections for the annual NIE.

c. It would not be necessary for CIA to coordinate on the DIPP, but CIA should collaborate in its preparation through the joint working group to ensure compatibility and consistency among projections as called for in paragraph 7b. DIA would participate in preparing NIE projections through the joint working group as described in paragraph 7b and would coordinate these projections as part of the formal USIB process of preparing National Intelligence Estimates.

9. The above procedures hopefully will redress the force projection issue with the least possible disruption of current practices. The proposed procedures will require regular collaboration between CIA and DIA, both to deal with periodic requirements and with one-time requests for strategic force projections.

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